

Fort Worden State Park Long Range Plan

Project Status Report – April 2008

Report Organization

PROS Consulting LLC, has prepared this progress report for the Fort Worden State Park Long Range Plan providing useful information as to the status of the numerous processes and deliverables associated with each part of this project. This report includes information provided by various sub-contractors including BCRA Architecture, Outworks, Berger Group, Transpo Group, and Bill Acker Consulting Services as the components involving them become active.

This report contains the following information:

- Summary of Part 1 and deliverable status per the Scope of Work (11.16.2007)
- Summary of Part 2 and deliverable status per the Scope of Work
- Summary of Part 3 and deliverable status per the Scope of Work
- Summary of Part 4 and deliverable status per the Scope of Work
- Summary of Part 5 and deliverable status per the Scope of Work
- Summary of Part 6 and deliverable status per the Scope of Work

Part I: Kick-Off Meeting/Communications

The PROS Team has worked closely with Washington State Parks and Recreation Commission (Agency) staff to complete the following elements of Part 1 of this project:

- 1. Kick-off Meeting:** This kick-off meeting conducted on August 14, 2007, was attended by the key task force members and PROS Team members to confirm project goals, objectives, and expectations that will help guide actions and decisions of the PROS team. Detailed steps of this task included:
 - Confirmation – The project goals, objectives, scope, and schedule were confirmed. Key deliverable dates were established and confirmed for each phase of the project.
 - Communications – Confirmation on lines of communication, points of contact, level of involvement by the Task Force and State leaders and staff, and other related project management details. Protocols and procedures for scheduling meetings were agreed to.
 - Scope Revision – A scope amendment was updated November 16, 2007, to reflect identified changes in project scope as a result of the initial meetings.
- 2. Stakeholder Workshop:** PROS conducted an upfront workshop with existing partners over a three-day period (November 27-29, 2007) to review the scope, timelines, and processes to be achieved and the role the partners will play in formulating the Business Plan and feasibility components. This process is on-going and will involve multiple sessions with existing partners over the course of the project.

Part I – Status

Scheduled Start: August 14, 2007

Scheduled Completion: On-going

Deliverable Status:

- | | | |
|------------------------------|----------|---------------------------------|
| • Kick-off Meeting Notes | Complete | August 14, 2007 Meeting Minutes |
| • Stakeholder Workshop Notes | Complete | November 27-29, 2007 Workshops |
| • Progress Status Reports | Complete | November 2007 Report |

Part II: Compile Existing Information and Data

1. **Data Collection:** The Project Team will collect, log, and review any remaining data and information that we do not currently maintain to facilitate a thorough understanding of the project background. Data and information to be collected include but not limited to:

Programs and Services

- I. Current contracts with on site providers including expiration dates and annual reports
- II. Existing programming occurring on site throughout the year
- III. Participant data including number of persons, demographics and other available information, organized by program

b. Operations and Finances

- I. Financial information (budgets and related reports) on existing operations at Fort Worden. Five years of data preferred.
- II. Staffing levels including organization charts
- III. Marketing plans

c. Facility and Site

- I. Collect all existing Fort Worden Site planning documents and previous reports related to the Long Range Master Plan from State Parks that are pertinent to this process.
- II. City of Port Townsend Transportation and Utility Plans
- III. Review capacity levels of existing buildings throughout the year. Information provided by Washington State Parks.
- IV. Get a list of Planned Capital Improvements scheduled for the site from State Parks.

d. Governance

- I. Hold initial meeting with key agency staff and Task Force to present introduction of project and discuss coordination points related to organizational development and governance models. In addition, PROS will attend an initial coordination meeting with the Attorney assigned from the Attorney General's office.

Part II – Status:

Scheduled Start: November 12, 2007

Scheduled Completion: December 31, 2007

Deliverable Status:

• Data Collection Log	Complete	August – December 2007
• Electronic Copies of Key Information	On-going	Electronic deliverables provided
• Governance Models Presentation	Complete	Suggested Task Force process

Part III: Assess Existing Conditions and Identify Issues, Opportunities, and Constraints

1. Programs and Services

- (a) **Program Inventory:** The PROS Team will develop an inventory of existing programs and services provided at Fort Worden. We will assess current offerings and the capabilities and capacity for comparison against proposed programs and services during a gap analysis performed in a later task.
- (b) **Stakeholder Interviews:** PROS will be conducted with individuals and stakeholders as identified by the State to evaluate existing life-long learning ideas and concepts and test preliminary findings from the market analysis performed by PROS. Stakeholders will include existing and potential partners, task force members, and immediate stakeholders. PROS Team recommends that community and stakeholder input form a major element of the Long Range Plan, and will utilize appropriate state contacts and relationships to identify stakeholders, gather input, and disseminate information to help gain consensus on the key program initiatives and marketing strategies. This process has to be broad, gathering qualitative information from which strategies will be developed and formulated into the Business Plan for the site.
- (c) **Life-Long Learning Benchmark Assessment:** A preliminary market analysis will be performed by PROS to document the programming needs and identify the target market as it applies to life-long learning. Perform analysis of existing Life-Long Learning Centers that exist in the United States and Canada through an iterative process. This will include qualitative and quantitative reviews to identify existing providers program scope and needs of users, program parameters and standards in place used by other suppliers, scope of programs provided to include length of programs, program content, instructor qualifications, price, user accommodations requirements, class size, and the size of the market that will describe the parameters and requirements of a Life-Long Learning Center.

PROS will document their program approach, target audiences, age segments represented, program content, needs of users, user capability of paying for services, pricing strategies used, program design and standards, life cycle of programs, facility needs and spaces to accommodate users, and drawing power as it applies to distance that the market will drive or fly to have access to the services. This information will be compared to the existing resources of Fort Worden, and will help to frame the vision for the project to introduce to involved stakeholders. This analysis will be performed to derive the program and development potential of the Fort Worden site.

- (d) **Target Market Analysis:** Based on insight from the benchmark assessment, the PROS Team will document the demographic characteristics of the target market associated with various needs including the estimated size of the market served. Trends will be documented based on growth, stability, or decline status and estimated frequency of participation by each demographic characteristic. This will help to determine the size of the activity market by age segment and frequency rates that can be applied to Fort Worden State Park. These figures will drive the revenue projections and costs and will assist in developing the conceptual program plan for the site.

2. Operations and Finance Assessment

- (a) **Organizational Assessment:** The PROS Team will review the analysis report completed of the current management practices and limitations of Fort Worden State Park to understand its operational situation. This analysis will provide support for a future organizational structure and staffing requirements, and ways to improve operational efficiencies, policy development, process improvements, system and technology improvements, and marketing/communication capabilities.
- (b) **Financial Review** – The Project Team will perform analysis to document the financial situation of Fort Worden. The financial analysis will look at the budget, pricing policy, user fees, current and other revenue generating opportunities, grant opportunities, and the revenue forecast. This analysis will identify the financial situation of the Fort Worden's operations with three primary goals:
- Understand the financial dynamics to further advance the understanding of operations gained through the work described above
 - Review funding and accounting practices with an objective of accurate financial fund tracking and the ability to have more useful financial information for strategic decision-making
 - Seek opportunities to improve the financial sustainability including evaluating expenditures and increasing current and new sources of revenue

The PROS team will review current financial policies. This review will include comparison of current policies with national standards of best practice agencies. PROS will recommend policies and adjustments to current policies where enhancements may be needed or gaps are identified.

- (c) **Partnership and Management** – PROS will evaluate existing partnerships and potential new contributing partnerships for the site and how to integrate them into the selected management model. New partnership management policies and alternatives for existing partners will be recommended. Partners will need to be encouraged to invest capital in the site to support the Life Long Learning Center program and become part of the program operations on site. PROS will develop a strategy and policy report to support formal partnership agreements that are fair and equitable for the State. This will include identification of potential partners by specific activity, funding parameters and capabilities, and agreement guidelines to support implementing these partnership agreements as part of the management plan for the site.

- (d) **Operational and Financial Assessment Report** - Prepare and deliver current *Operation and Management Assessment Report*. Develop recommendations to improve processes, achieve operational efficiencies, improve policy development, optimize systems and use of technology, and enhance marketing and communications capabilities.

3. Facility and Site

- (a) **Site Research and Analysis:** The following steps will be performed:

Research and review information provided by Washington State Parks including previous phases of the Long Range Plan and other related project materials; review existing plans and drawings.

Zoning Code Research & Analysis: Review and analyze relevant municipal planning controls and documentation (Zoning Code and Comprehensive Plan Analysis). Includes one site visit and a meeting with the City of Port Townsend staff to validate findings. Prepare a three page summary memo of the findings.

- (b) **Landscape Architecture:** The Berger Partnership will visit the park to assess the overall character of the existing landscaping that may need to be addressed. Berger will provide a two to three page summary presenting their findings on landscape conditions and resource management that need to be addressed to accommodate the life long learning program. This work will be reviewed by Barbara Swift who was involved with Phase 1 through 3 of this project to provide clarity and unity from previous work completed.

- (c) **Historical Architecture Research and Analysis**

Outworks to research and review the Long Range Plan and other related project materials, download plans and drawings and attend one meeting with team to discuss approach.

Use Types of Existing Buildings: Outworks, with assistance from Washington State Parks, to inventory five representative existing buildings and determine the use and building classifications. This task does not include the preparation of as-built documents for any undocumented buildings if it is determined that this is necessary.

BCRA Architecture to coordinate historical building assessment and cost estimating efforts. This assessment and will present the baseline information for the design guidelines to be performed by Outworks in a later task.

- (d) **Civil and Transportation Engineering:** Review existing infrastructure (*Park-wide Systems Plan*): BCRA Civil to review maps and documents (provided by Washington State Parks) of the existing infrastructure (water, sewer, storm, roadway, sidewalks, public transportation, parking and access.) Identify any needed readily apparent infrastructure improvements and any needed additional information. Natural gas is not included in this scope of work, since there does not appear to be gas on the site. Review the general condition of the existing network of roadways and walkways and identify existing and potential accessible (ADA) routes of travel. Compile existing maps and documents in preparation for the final part of this phase. One site visit is anticipated for this task.

The Transpo Group will review existing traffic conditions in the vicinity of the park and identify obvious “fatal flaws” that may need to be addressed further in future work. They will roughly estimate trips generated by the proposed build-out of Fort Worden, based on

information provided by Pros Consulting. Transpo will provide a two to three page summary presenting their findings on traffic conditions.

- (e) **Utilities:** Hultz BHU Cross Engineers will visit the site and review maps of existing power and communications facilities on the park grounds. They will identify readily apparent infrastructure deficiencies that may need to be addressed further in future work. Hultz BHU Cross will provide a two to three page summary presenting their findings on power and communications infrastructure conditions.
- (f) **Cost Estimates:** Bill Acker Consulting Services (BACS) will provide rough estimates on readily apparent infrastructure upgrades that are identified by other members of the consultant team. BACS will also provide square foot costs to upgrade five representative buildings to future uses. Cost estimate will be provided in a Microsoft Excel format with an itemized breakdown of anticipated costs.

4. Governance (Completed by Task Force with assistance from Agency Staff and PROS)

- (a) To be determined by Agency Staff and Task Force. PROS will coordinate informational support.

Part III – Status:

Scheduled Start: November 12, 2007

Scheduled Completion: March 31, 2008

Deliverable Status:

• Program Inventory	Complete
• Stakeholder Interview Summaries	Complete
• Benchmark Analysis	Complete
• Finance and Operations Review	Complete
• Zoning and Land Use Assessment	Complete
• Landscape Architectural Assessment	Complete
• Architectural Inventory of Historic Buildings	Complete
• Civil Engineering Infrastructure Review and Recommendations	Complete
• Existing Traffic Conditions Assessment	Complete
• Utility Assessment	Complete
• Preliminary Cost Estimates for Building Upgrades	Developing

Part IV: Program, Management and Governance Alternatives Development and Analysis

1. Programs and Services

- (a) **Core Program Market:** The PROS Team will identify the recommended core program markets based on the input gained and analysis performed during this task. This will include evaluating key activities and core programs, the size of the core program market, and market positioning for this site. The outcome of this task will be used to establish a conceptual facility development plan including financial performance capabilities and partnership/management alternatives.
- (b) **Visioning Session:** This information will be presented in a visioning work session with the appropriate participants to finalize a recommended site use development plan. The core program plan will evaluate what types of spaces are needed for programming and for overnight users involved in the program. This information will be overlaid into existing facilities and current uses to determine what availability exists on site to accommodate future life long learning programs, and what changes would need to be made to existing facilities to accommodate the programs agreed upon by the Task Force to be made a part of the business plan for the site.

2. Organizational and Governance Alternatives

- (a) **Alternatives Development:** This task will include recommendations in a comprehensive manner for the State to manage in an appropriate organizational, management and governance model as it applies to the site. In addition, a review of the existing policies will be performed to determine opportunities and constraints as it relates to all areas of operations including facility and program standards, maintenance management, cost recovery requirements, partnerships, and service levels.

A summary report will be prepared that describes the findings and assessment from this task and presented to the Task Force and State. Comparable governance models will also be assessed as to their capabilities and characteristics, advantages and disadvantages, for implementation on site that gives the greatest opportunity and flexibility to develop the Life-Long Learning Center program and to achieve the highest level of operational and capital revenue for the State for the site. From the four of five governance models presented, PROS will discuss with the Task Force the model(s) that best allows the Fort Worden to achieve the goals desired based on the comparable characteristics and capabilities achievable.

- (b) **Task Force Work Session:** The PROS Team will conduct a work session with the Task Force to gain support and consensus. Governance models and alternatives will be outlined with pros and cons of each governance model that could be developed to manage the site and the program for the future. Each model will be framed around the goal and structure to be accomplished. Four to five comparable models will be addressed with contrasting elements that are essential to the success of a Life-Long Learning Center. These models will demonstrate the characteristics and capabilities of each organizational model. The information presented will be high level.

Part IV – Status:

Scheduled Start: January 1, 2008

Scheduled Completion: April 30, 2008

Deliverable Status:

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|--|------------|
| • Core Program and Services Analysis | Developing |
| • Organizational and Governance Analysis | Developing |

Part V: Preliminary Recommendations

1. **Core Programs and Services** – The recommended core programs and services will be fully defined. This will include descriptions, target markets, operations/staffing resource requirements, renovated or additional facility needs and desired outcomes. Recommended strategies will be prepared to guide transition of park staff and existing partner organizations to the recommended structure. This document will be used to support final analysis on operations, financial, facilities and governance strategies.
2. **Preliminary Site and Facilities Use and Development Plan** - Using deliverables prepared in Part I, the Team will assemble preliminary document to a level of detail adequate for Level of Use Data, summarizing recommendations regarding proposed building modifications, facilities, infrastructure and capital improvements needed to accommodate proposed programs. This will include elements identified in Section 1.5 Site and Facilities Use and Development Plan from the Request for Qualifications.
3. **Preliminary Site and Facilities Design Guidelines** – The Team will prepare preliminary site and architectural design guidelines to guide treatment of historic properties and development of new facilities at Fort Worden State Park. The purpose of these guidelines are to ensure Fort Worden retains its authenticity and integrity while allowing flexibility to adapt the site and structures to address evolving needs of the Park, as well as ADA access and environmental sustainability. These guidelines will be completed to a level of detail necessary to safeguard the integrity of the park's historic properties as it enlists private partners to help rehabilitate and develop facilities. In addition, these guidelines will integrate with City of Port Townsend requirements including City review process. Details related to the Historical Architecture Draft Guidelines follow:
 - a) **Historical Architecture Draft Guidelines:** Outworks Consulting will prepare draft guidelines for Building 225 as a prototype. Guidelines to be consistent with the rehabilitation measures outlined in the Secretary of the Interior's *Standards for the Treatment of Historic Properties*, the intent of the *Cultural Resources Management Policy* of Washington State Parks, and the continued integrity of the national historic landmark listing for Fort Worden. These guidelines will be the basis for how well the life-long learning program can be supported within the guidelines established and will be made a part of the pro-forma and business plan for the site.
 - i. The guidelines will be modeled after the *Illustrated Guidelines for the Rehabilitation of Buildings* at the Presidio of San Francisco as prepared by the Architectural Resources Group or similar approaches that consider individual buildings within the context of an existing historic district. The guidelines will

include a brief historical statement, identification of character defining features (roof shape and covering, windows and doors, floor plan, construction materials, interior details and finishes, massing, site and landscape and others as may be identified in the progress of the work); remarks regarding energy conservation, accessibility and the installation of wireless antennae; and actions under the headings of recommended, not recommended, not allowed, and exceptions.

- ii. The guidelines will not include a condition assessment, rehabilitation cost estimates or an evaluation of potential reuses. They will not include comments or conclusions about areas inaccessible during the on-site evaluation. The draft guidelines will have a peer review performed by the National Park Service.

4. **Organization, Management and Governance Model Strategy:** PROS will prepare preliminary Organization, Management and Governance Model recommendation and presented to Key decision makers including the Task Force. Analysis of the various alternatives from Task III will be performed to help guide decision-making at Fort Worden State Park to ensure the operational management model will meet the expectations of the State, the Task Force and the community while supporting the goal established for the park. Recommendations will include organizational structure, staffing levels by position and reporting hierarchy. PROS will coordinate with the Governance Task Force to advise regarding potential governance models. This will include attending two meetings on-site at Fort Worden or Olympia.
5. **Financial Analysis** - The financial analysis will be performed in conjunction with the concept development task. The financial analysis translates concepts into hard numbers that establish the baseline for decision-making. Specific tasks include:
 - (a) **Operational Standards:** The PROS Team will establish operational standards for maintenance, programming, marketing and administration costs for the proposed facilities at Fort Worden based on full operations. This will include hours of operation, maintenance standards, staffing levels needed, technology requirements and customer service requirements based on established and agreed upon outcomes. This task will require a workshop with all interested stakeholders and the PROS team. Operational costs for Fort Worden will be finalized in the pro-forma.
 - (b) **Alternative Funding Opportunities:** Funding options will be identified and evaluated against their potential support and success. A develop plan for the site will be created that evaluates every possible funding source both public and private that could be considered for the site that support the Life Long Learning concept plan and operational costs for the site.
 - (c) **Pricing Strategy and Pro Forma:** Based on the operational plan for the facilities and debt service, PROS will develop a pricing strategy for each of the appropriate services with the desired outcomes of Fort Worden and by the State. Pricing strategies will also include program fees, lease fees, rental space, concession pricing, and catering pricing for both prime time and non-prime time use. This will be converted into a five-year pro forma and

operating budget. These options will include a combination of options partnerships/ sponsorships, revenue generation and other available resources.

6. **SEPA Non-Project Checklist Preparation:** Utilizing the Fort Worden Determination of No Significance (DNS) from December 2006, PROS Team members will prepare a SEPA Non-Project Checklist for environmental analysis of the Preliminary Long Range Development Plan. This will include expanded traffic impacts, relocation of the Lighthouse and impervious surface improvements.
7. **Preliminary Report Briefings** – The PROS Team will perform a series of briefings of the Preliminary Recommendations Report. It is anticipated that these briefings will occur within the same week to reduce travel requirements and include the following:
 - a. Fort Worden Long Range Plan Task Force
 - b. Fort Worden Long Range Plan Advisory Committee
 - c. Fort Worden Partners
 - d. Fort Worden/Port Townsend Open-House

Part V – Status:

Scheduled Start: January 1, 2008

Scheduled Completion: May 30, 2008

Deliverable Status:

- | | |
|---|------------|
| • Preliminary Programs and Services Recommendations | Developing |
| • Preliminary Site and Facilities Use and Development Plan | Developing |
| • Preliminary Site and Facilities Design Guidelines | Developing |
| • Preliminary Organizational and Governance Recommendations | Developing |
| • Financial Analysis | Developing |
| • SEPA Non-Project Checklist | Developing |
| • Preliminary Recommendations Report Briefings (4) | Developing |

Part VI: Prepare Final Recommendations

- 1. Final Site and Facilities Design Guidelines:** Based on comments from the State, the Team will prepare final Design Guidelines for Fort Worden. These will be published as part of the final Long Range Plan document.
- 2. Site and Facility Improvements Required:** Site and facility improvements will be determined to accommodate the program and business plan selected. Estimated site capital improvement plans required based on 2008 costing levels will be performed. The Team will respond to comments received on Draft recommendations and revise where needed. Finalize materials for inclusion in to Long Range Plan document.
- 3. SEPA Non-Project Checklist Addendum Coordination:** The Team will coordinate with Staff regarding any SEPA Non-Project Checklist Addendum required.
- 4. Draft Business Plan Development:** The draft Business Plan will be developed with analysis of findings and recommendations. This will include the vision, mission, goals and objectives for Fort Worden along with the strategies, actions, pricing strategies, target market, programming plan, management/staffing plan, partnering/management plan, funding recommendations, priorities/timelines and performance measurements. Briefings on the analysis will be made to the appropriate officials and concurrence achieved as to direction and final recommendations.
- 5. Final Business Plan:** Following the agreement on the draft Business Plan and recommendations, PROS will prepare the final report documenting all findings, analysis and recommendations to support implementation. This plan should be one that generates excitement and encourages reading and promotion. A community meeting will be held to outline the process, analysis, operational and governance plans and timeline to implement the plan. An executive summary will be prepared for the State. Electronic files of the report and associated support material will be delivered to the State for final reproduction and distribution.

Part V – Status:

Scheduled Start: June 1, 2008

Scheduled Completion: June 30, 2008

Deliverable Status:

• Introduction and Executive Summary	Holding
• Facilities, Programs and Services Recommendations	Developing
• Sample Schematic Design	Developing
• Site and Facilities Use and Development Plan	Developing
• SEPA Non-Project Checklist	Developing
• Site and Facilities Guidelines	Developing
• Business and Operations Implementation Plan	Developing